COMMANDER'S DIGEST
VOL. 20, NO. 1/JANUARY 6, 1977

JCS

THE JOINT CHIEFS OF STAFF

GEN. BERNARD W. ROGERS
Army Chief of Staff

ADM. JAMES L. HOLLOWAY III
Chief of Naval Operations

GEN. DAVID C. JONES
Air Force Chief of Staff

GEN. LOUIS H. WILSON
Marine Commandant

GEN. GEORGE S. BROWN
Chairman, JCS

The Joint Chiefs of Staff (JCS) came into existence following a decision by President Franklin D. Roosevelt and Prime Minister Winston Churchill of England to establish a supreme Anglo-American military body for the strategic direction of World War II.

The Joint Chiefs of Staff took form as the U.S. representatives on the Combined Chiefs of Staff, where they sat as colleagues and counterparts of the already existing British Chiefs of Staff Committee. In addition, the JCS functioned as a corporate leadership for the American military structure and held their first meeting as an organized body on Feb. 9, 1942.

At the national level the JCS absorbed and considerably extended the functions of the Joint Army and Navy Board that had handled interservice matters in the pre-war period. The JCS became the primary agency for the coordination and strategic direction of the Army and Navy, under immediate responsibility to the President as Commander in Chief.

During World War II the JCS existed informally, advising the President on military strategy; the requirements, production, and allocation of munitions and shipping; the manpower needs of the Armed Forces, and matters of joint Army-Navy policy. They also supervised the operations of the Office of Strategic Services and the Army and Navy Staff College.

By March 1942 the membership of the JCS had been established. It consisted of General George C. Marshall, Chief of Staff, U.S. Army; Admiral Ernest J. King, Commander in Chief, U.S. Fleet and Chief of Naval Operations; and General Henry H. Arnold, Commanding General, Army Air Forces.

In July 1942 Admiral William D. Leahy was appointed to the new position of Chief of Staff to the President and was added to the JCS as senior and presiding member. These four officers constituted the JCS throughout the remainder of World War II.

The supporting organization of the JCS included the Joint Secretariat and a number of standing committees. These included the Joint Staff planners, the Joint Strategic Survey Committee, the Joint Logistics Committee, and various others whose titles indicated their concern with such subjects as intelligence, military transportation, munitions allocation, and communications.

National Security Act of 1947

The National Security Act of 1947 formally established the Joint Chiefs of Staff as a permanent agency within the National Military Establishment and designated them "the principal military advisors to the President, the National Security Council, and the Secretary of Defense".

The Act further provided for a joint staff of not more than 100 officers, operating under a director appointed by and responsible to the JCS.

In its initial form the joint staff had three main components, headed by deputy directors for Strategic Plans, Intelligence, and Logistic Plans.

This act also set up a Department of the Air Force as a separate Service, co-equal with the Departments of the Army and Navy.

Original members of the JCS included the chiefs of staff of the U.S. Army and the Air Force and the Chief of Naval Operations.

Since 1947 the JCS organization has undergone several major changes, starting with the Key West Agreement of 1948 and extending to the Defense Reorganization Act of 1958.

As a result of the 1948 Key West Agreement, the primary and collateral missions of the Services were outlined and the JCS was given the function of designating one of their members as executive agent in the chain of command for unified commands.

A 1949 amendment created the office of Chairman of the Joint Chiefs of Staff. General of the Army Omar N. Bradley was sworn in as the first JCS Chairman on Aug. 16, 1949.

Size of the joint staff was increased from 100 to 210 officers by the 1949 amendment.

Legislation which became effective in June 1952 placed the Commandant of the U.S. Marine Corps in co-equal status with members of the JCS when considering matters that directly concern the Marine Corps.

In June 1953, President Dwight D. Eisenhower declared that the JCS was "not a command body" but an advisory group, responsible for formulating strategic plans but not for directing the operations to carry them out. Therefore, the JCS members were removed from the executive agent role in the unified chain of command and the Military Department Secretaries were designated by the Secretary of Defense as executive agents for the unified commands.

Defense Reorganization Act of 1958

The most recent major JCS change came as a result of the Defense Reorganization Act of 1958. This act incorporated six major points:

- Operational forces organized into unified and specified commands were separated from the Military Departments, which had been executive agents, and were made responsible to the Secretary of Defense through the JCS.
- Operational command of all combat-ready forces was given to the unified and specified commanders. The line of authority extended from the President, as Commander in Chief, to the Secretary of Defense, whose orders would be issued to the unified and specified commanders through the JCS.
- The size of the joint staff was

THE JOINT CHIEFS OF STAFF

again increased, this time from 210 to 400 officers, since the operational direction of the unified commands had been added to the other responsibilities of the JCS.

• Each Service chief was authorized to delegate major portions of his authority and duties to his vice chief, so that the chief might devote his primary attention to his JCS duties. Department of Defense Directive 5158.1, "Organization of the Joint Chiefs of Staff and Relationships with the Office of the Secretary of Defense," of Dec. 31, 1958, states, "The duties of the Chiefs of the Military Services as members of the Joint Chiefs of Staff shall take precedence over all of their other duties."

• The 1949 stipulation that the Chairman should have no vote in the decisions of the JCS was deleted. The Chairman was also authorized to assign duties to the joint staff and to appoint its director in consultation with the JCS and with the approval of the Secretary of Defense.

• The 1958 Reorganization Act specified that "the joint staff shall not operate or be organized as an overall Armed Forces general staff and shall have no executive authority, but may operate along conventional staff lines" to support the JCS.

JCS Functions

Eighteen specific responsibilities have been assigned to the JCS. Of these, the major functions are to:

• Serve as the principal military advisors to the President, the National Security Council, and the Secretary of Defense.

• Serve as military staff in the chain of operational command to the unified and specified commands.

• Prepare strategic plans.

• Provide for the strategic direction of the Armed Forces, including the direction of operations conducted by the unified and specified commands, and the discharge of any other function of command for such commands directed by the Secretary of Defense.

• Review plans, programs, and requirements.

• Provide U.S. military representation to international security organizations, mutual defense boards, and commissions.

• Provide statements of military requirements and strategic guidance for use in the development of budgets, military aid programs, industrial mobilization plans, and research and development programs.

• Establish doctrine for unified operations and training and for coordination of the military education of members of the Armed Forces.

Keeping Services Informed

Since the Service chiefs obtain considerable military information in their capacities as members of the JCS, which is not available in Service channels, each of the chiefs is required to keep his Service Secretary informed on actions taken by the JCS. Department of Defense Directive 5100.1, "Functions of the Department and Its Major Components," of Dec. 31, 1958, states, "Each member of the Joint Chiefs of Staff, other than the Chairman, is responsible for keeping the Secretary of his Military Department fully informed on matters considered or acted upon by the Joint Chiefs of Staff."

Individual Military Departments are charged with the responsibility of organizing, equipping, training, administering, and supporting the forces tor national defense. The Joint Chiefs of Staff make recommendations to the Secretary of Defense regarding the assignment of combat forces to unified and specified commands.

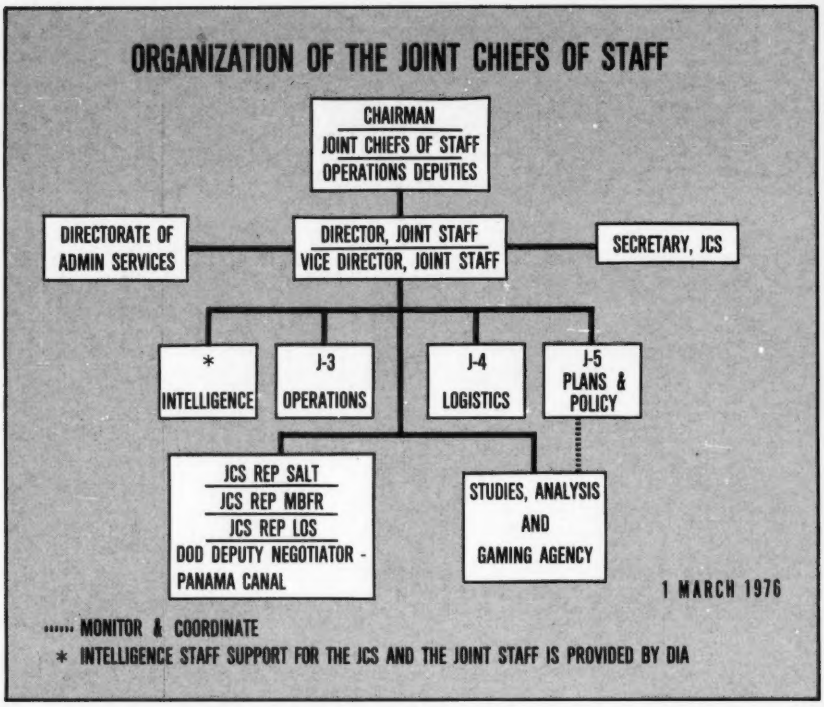
Forces so assigned are under the operational command of the unified or specified commands, but continue to be administered and supported by the Military Departments concerned. Any combat forces not assigned to unified and specified commands remain under the control of the Military Departments. These forces are few in number and are confined to training, development or other specialized commands.

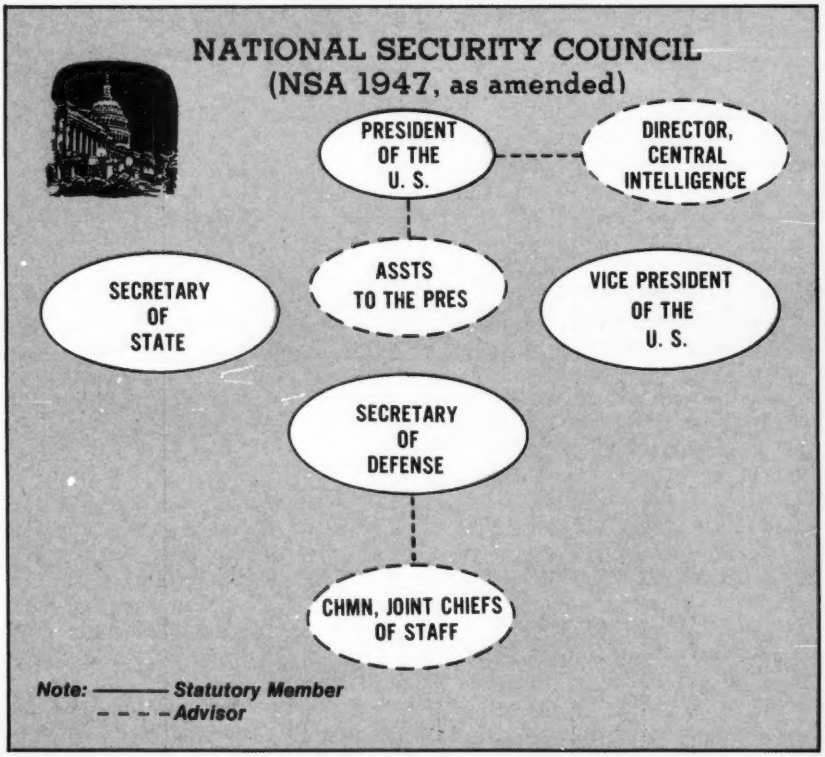
Joint Chiefs

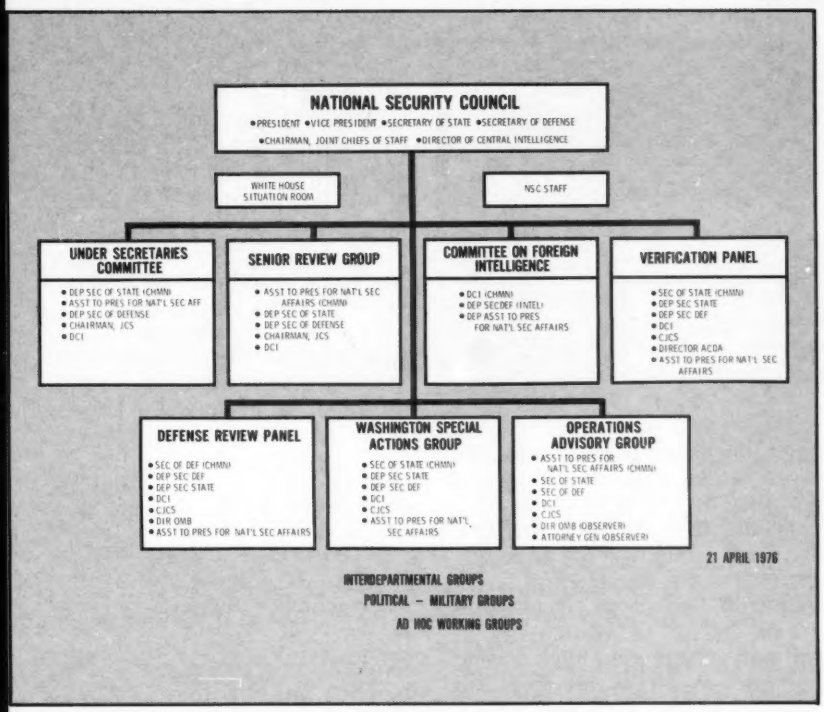
Present members of the Joint Chiefs of Staff are:

• General George S. Brown, USAF, Chairman;

• General Bernard W. Rogers, USA, Chief of Staff, U.S. Army;


ORGANIZATION OF THE JOINT CHIEFS OF STAFF
CHAIRMAN
JOINT CHIEFS OF STAFF
OPERATIONS DEPUTIES
DIRECTORATE OF ADMIN SERVICES
DIRECTOR, JOINT STAFF
VICE DIRECTOR, JOINT STAFF
SECRETARY, JCS
* INTELLIGENCE
J-3 OPERATIONS
J-4 LOGISTICS
J-5 PLANS & POLICY
JCS REP SALT
JCS REP MBFR
JCS REP LOS
DOD DEPUTY NEGOTIATOR - PANAMA CANAL
STUDIES, ANALYSIS AND GAMING AGENCY
1 MARCH 1976
..... MONITOR & COORDINATE
* INTELLIGENCE STAFF SUPPORT FOR THE JCS AND THE JOINT STAFF IS PROVIDED BY DIA


NATIONAL SECURITY COUNCIL
(NSA 1947, as amended)
PRESIDENT OF THE U. S.
DIRECTOR, CENTRAL INTELLIGENCE
SECRETARY OF STATE
ASSTS TO THE PRES
VICE PRESIDENT OF THE U. S.
SECRETARY OF DEFENSE
CHMN, JOINT CHIEFS OF STAFF
Note: ——— Statutory Member
- - - - Advisor


NATIONAL SECURITY COUNCIL
•PRESIDENT •VICE PRESIDENT •SECRETARY OF STATE •SECRETARY OF DEFENSE
•CHAIRMAN, JOINT CHIEFS OF STAFF •DIRECTOR OF CENTRAL INTELLIGENCE
WHITE HOUSE SITUATION ROOM
NSC STAFF
UNDER SECRETARIES COMMITTEE
• DEP SEC OF STATE (CHMN)
• ASST TO PRES FOR NAT'L SEC AFF
• DEP SEC OF DEFENSE
• CHAIRMAN, JCS
• DCI
SENIOR REVIEW GROUP
• ASST TO PRES FOR NAT'L SEC AFFAIRS (CHMN)
• DEP SEC OF STATE
• DEP SEC OF DEFENSE
• CHAIRMAN, JCS
• DCI
COMMITTEE ON FOREIGN INTELLIGENCE
• DCI (CHMN)
• DEP SECDEF (INTEL)
• DEP ASST TO PRES FOR NAT'L SEC AFFAIRS
VERIFICATION PANEL
• SEC OF STATE (CHMN)
• DEP SEC STATE
• DEP SEC DEF
• DCI
• CJCS
• DIRECTOR ACDA
• ASST TO PRES FOR NAT'L SEC AFFAIRS
DEFENSE REVIEW PANEL
• SEC OF DEF (CHMN)
• DEP SEC DEF
• DEP SEC STATE
• DCI
• CJCS
• DIR OMB
• ASST TO PRES FOR NAT'L SEC AFFAIRS
WASHINGTON SPECIAL ACTIONS GROUP
• SEC OF STATE (CHMN)
• DEP SEC STATE
• DEP SEC DEF
• DCI
• CJCS
• ASST TO PRES FOR NAT'L SEC AFFAIRS
OPERATIONS ADVISORY GROUP
• ASST TO PRES FOR NAT'L SEC AFFAIRS (CHMN)
• SEC OF STATE
• SEC OF DEF
• DCI
• CJCS
• DIR OMB (OBSERVER)
• ATTORNEY GEN (OBSERVER)
21 APRIL 1976
INTERDEPARTMENTAL GROUPS
POLITICAL – MILITARY GROUPS
AD HOC WORKING GROUPS

NATIONAL SECURITY ACT OF 1947 (AS AMENDED)

- JCS PRINCIPAL MILITARY ADVISORS TO PRESIDENT, NSC AND SECDEF
- JCS FREE ACCESS TO CONGRESS INSURED
- SECDEF MAY NOT ESTABLISH MILITARY STAFF OTHER THAN JCS
- JCS SUBJECT TO AUTHORITY AND DIRECTION OF PRESIDENT AND SECDEF

• Admiral James L. Holloway, USN, Chief of Naval Operations;

• General David C. Jones, USAF, Chief of Staff, Air Force;

• General Louis H. Wilson, USMC, Commandant, U.S. Marine Corps.

The Chief of Staff of the Army, the Chief of Naval Operations, and the Chief of Staff of the Air Force rank among themselves according to dates of appointment to those offices, and rank above all other officers on the active list of the Army, Navy, Air Force, and Marine Corps, except the Chairman of the Joint Chiefs of Staff.

Chairman, JCS

The Chairman outranks all other officers of the Armed Forces. However, he may not exercise military command over the Joint Chiefs of Staff or any of the Armed Forces.

The Chairman is appointed by the President from the officers of the regular components of the Armed Forces. He serves at the pleasure of the President for a term of two years, and may be reappointed for one additional term.

Army, Navy, Air Force and Marine Corps members of the JCS are appointed to four year terms.

All appointments are subject to Senate confirmation. Time limitations on service by the JCS members may be waived during periods of war.

The following have served as Chairman of the JCS:

• General of the Army Omar N. Bradley, USA—August 1949 to August 1953;

• Admiral Arthur W. Radford, USN—August 1953 to August 1957;

• General Nathan F. Twining, USAF—August 1957 to September 1960;

• General Lyman L. Lemnitzer, USA—October 1960 to September 1962;

• General Maxwell D. Taylor, USA—October 1962 to July 1964;

• General Earle G. Wheeler, USA—July 1964 to July 1970;

• Admiral Thomas H. Moorer, USN—July 1970 to July 1974;
• General George S. Brown, USAF—July 1974 to present.

JCS Organization

The Organization of the Joint Chiefs of Staff (OJCS) is composed of three basic groups:
• Joint Chiefs of Staff as a corporate body,
• Joint Staff, and
• Other supporting agencies and special offices which assist the Joint Chiefs of Staff and the Joint Staff

The entire Organization of the Joint Chiefs of Staff (OJCS) includes approximately 1,285 personnel—including about 615 officers, 370 enlisted personnel and 300 civilians. The OJCS includes such support functions as: administrative, analytical and command, and control support. For example, in the National Military Command Center (NMCC) there are about 70 officers assigned to man the center 24 hours a day, 7 days a week.

The joint staff itself is limited by law to 400 select officers. These officers equally represent the Army, Navy and Air Force military departments. (Of the Navy complement, about 20 per cent are U.S. Marine Corps officers.) The Joint Staff is a separate staff but on a daily basis is closely integrated in its work with the other OJCS groups and Service planning staffs. The tenure of the officers assigned to the joint staff is limited by law to three years (except in time of war) and officers completing a tour of duty with the joint staff may not be reassigned to the joint staff for a period of not less than three years following their previous tour, except that selected officers may be recalled to joint staff duty in less than three years with the specific approval of the Secretary of Defense in each case. The number of such officers recalled to joint staff duty in less than three years shall not exceed 30 serving on the joint staff at any one time.

The joint staff's primary mission is to prepare plans and reports which serve as the basis for decisions made by the JCS. And the joint staff performs such other duties as the Chairman of the JCS or the JCS may prescribe.

Daily management of the joint staff is provided by the Director Joint Staff (DJS) who is a three-star officer appointed for not more than a three-year term by the Chairman of the JCS, with the approval of the Secretary of Defense and the advice of the JCS.

Except for certain special advisory functions and activities, the joint staff is organized along conventional military staff lines with joint directorates as follows:
• J-2 Intelligence (The intelligence function is performed by the Defense Intelligence Agency)
• J-3 Operations
• J-4 Logistics
• J-5 Plans and Policy

(Note: On March 1, 1976 the former J-1 personnel management function was integrated within the J-5, and the J-6 Communications-Electronics was integrated into the J-3.)

Each of these principal staff directorates is headed by a general or admiral and is sub-divided into staff divisions and branches. The director of the joint staff, director of J-3 and director of J-5 must be from different Services.

There are a number of activities which are not part of the joint staff. Their titles are self-explanatory. They include:
• JCS Representative, Strategic Arms Limitation Talks (SALT);
• JCS Representative, Mutual and Balanced Force Reductions (MBFR);
• JCS Representative, Law of the Sea (LOS);
• Assistant for Automation (Data Processing);
• Director of Administrative Services (DAS).

Other Agencies

Of the 10 Department of Defense agencies, three report through the

GENERAL GEORGE S. BROWN

General George S. Brown is Chairman of the Joint Chiefs of Staff, Department of Defense.

General Brown was born in Montclair, N.J., on Aug. 17, 1918. He was graduated from high school in Leavenworth, Kans. He was graduated from the U.S. Military Academy at West Point, N.Y., in 1941 and entered flying training at Pine Bluff, Ark. He received his pilot wings at Kelly Field, Tex., in 1942.

His first assignment after flying training was at Barksdale Field, La., where, as a member of the initial cadre of the 93rd Bombardment Group, he flew B-24 Liberators.

Until April 1944, he served in various positions with the group. It was as an executive officer that he took part in the famous low-level bombing raid against oil refineries at Ploesti, Rumania, on Aug. 1, 1943. He received the Distinguished Service Cross for his actions on that mission.

Following several other important jobs, including that as Seventh Air Force commander and also Deputy Commander for Air Operations, U.S. Military Assistance Command Vietnam (MACV), General Brown, in September 1970 assumed duties as Commander, Air Force Systems Command, with headquarters at Andrews Air Force Base, Md.

General Brown was appointed by the President to be Chief of Staff of the United States Air Force, effective Aug. 1, 1973, and to be Chairman of the Joint Chiefs of Staff, Department of Defense, effective July 1, 1974.

JCS. They are: Defense Communications Agency (DCA), Defense Mapping Agency (DMA), and Defense Nuclear Agency (DNA). In addition, the director of the Defense Intelligence Agency (DIA) reports to the Chairman of JCS (acting on behalf of the JCS) for the specific purpose of obtaining the intelligence support required to perform their statutory and assigned responsibilities, and ensuring that the necessary intelligence support is available to the unified and specified commands.

JCS Tasks

One of the major tasks confronted by the JCS involves problem solving. Annually, approximately 1,000 formal JCS decisions from thousands of papers are reached by the JCS, most of which are based on studies and reports produced by the joint staff and the elements of the Organization of the Joint Chiefs of Staff (OJCS).

Problems requiring joint staff study may be received from the President, the Secretary of Defense, the National Security Council, or one of the unified or specified commands, or may be originated by the JCS, the Chairman, the director of the joint staff or within the OJCS.

A directorate of the joint staff is assigned the primary responsibility for steering the action to completion as a fully coordinated report to the JCS. The directorate, in turn, appoints one of its officers as the primary action officer. The report is coordinated through the joint staff agencies and the Service planners with recommendations and suggestions weighed for their ultimate value. Once all views are presented, the JCS give final consideration, and upon agreement, the action is implemented by a JCS memorandum, message or directive. In the event an agreement cannot be reached, the matter may be forwarded for resolution by the Secretary of Defense or returned to the Staff with appropriate guidance.

Officers operate the Command Management Table (CMT) in the Emergency Conference Room, National Military Command Center. (NMCC).

While "spot" problems can be handled on a day-to-day basis as they arise, formal military planning is a continuing operation. The JCS plans form the basic direction and guidance to the unified and specified commands and the Services for the conduct of planning and operations. Since national and international conditions are constantly changing, these plans are generally revised frequently.

The JCS provide the basic guidance from which all supporting plans are developed. Also, all such plans are in accord with the plans of collective security organizations such as NATO. In addition, in the field of planning is the review of contingency plans prepared by the commanders-in-chief of unified and specified commands. These commanders prepare operational plans under the broad guidance of a capabilities plan or other JCS directive, and submit them to the JCS for their review and approval.

This review is conducted primarily to determine if the plans are responsive, operationally sound, and can be logistically supported. These provide a planning frame of reference if specific trouble spots develop.

Since World War II, U.S. military operations in Korea, Vietnam and the Middle East have afforded opportunities for the JCS to demonstrate their capability to operate in today's increasingly complex politico-military environment.

Command Post

The hub of all JCS activities is in the National Military Command Center (NMCC) near the River Entrance to the Pentagon. In the event of an emergency, there is an Alternate National Military Command Center (ANMCC) in Maryland and, in the event of an attack on Washington, there is the National Emergency Airborne Command Post (NEACP), an aircraft ready 24 hours a day, to allow the National Command Authority and JCS to conduct their operations.

The Pentagon's command center is the hub and terminal of the Worldwide Military Command and Control Communications System (WWMCCS). Its sole purpose is to provide command authorities, through JCS, a medium whereby strategic direction of U.S. military forces anywhere in the world can be assured. The center is in operation 24 hours a day with each duty shift headed by a general or an admiral.

The center provides for effective coordination and liaison with all other U.S. Government agencies or systems, such as the White House

Situation Room, State Department, Central Intelligence Agency and National Security Agency. Military information is provided to associated systems through the center, using direct, secure, and reliable methods of communications. It also provides automated systems for presentation of many kinds of data in the decision-making process, and is the command and control facility giving rapid communication links between the National Command Authority, the JCS and the unified and specified commands.

Other agencies that perform vital functions for the JCS are:

- U.S. Representative to the Military Committee, NATO;
- U.S. Delegation, United Nations Military Staff Committee;
- U.S. Representative to the Permanent Military Deputies Group, Central Treaty Organization;
- U.S. Delegation, Inter-American Defense Board;
- U.S. Delegation, Joint Brazil-United States Military Commission;
- U.S. Section, Joint Mexico-United States Defense Commission;
- U.S. Military Representative, Permanent Joint Board on Defense, Canada-United States;
- U.S. Section, Canada-United States Military Cooperation Committee;
- Joint Transportation Board;
- Joint Materiel Priorities and Allocations Board.

In conclusion, when the Organization of the Joint Chiefs of Staff is put in its proper perspective, it is as good as the Department of Defense knows how to make it. Internal reorganizations are a fact of life in this organization, which must be capable of responding effectively to threats to the security of our country.

WWMCCS

Since World War II, developments in sophisticated weapons systems have created a need for improved methods of command and control. As a result, the Worldwide Military Command and Control System (WWMCCS) concept evolved during the early sixties.

The national level element of the WWMCCS is called the National Military Command System (NMCS) and includes the following command centers:

- The National Military Command Center (NMCC), located in the Pentagon;
- The underground Alternate National Military Command Center (ANMCC);
- The National Emergency Airborne Command Post (NEACP).

Normally, national level command and control is carried out in the Pentagon NMCC. However, as the threat increases, control can be transferred to the ANMCC or the NEACP.

The Chairman of the Joint Chiefs of Staff is responsible to the Secretary of Defense for the operation of the NMCS. Therefore, the NMCS with its three command centers functions as part of the Organization of the Joint Chiefs of Staff, Operations Directorate (J-3). The deputy director for operations (WWMCCS and Telecommunications) supervises the daily operations of the NMCS.

The National Military Command Center (NMCC) originally came into existence in October 1962 when the former Joint War Room (JWR) and certain other Pentagon facilities were designated as the initial resources of the NMCC. On Sept. 15, 1965, an improved (30,000 square foot area) NMCC was opened and the present expanded NMCC was opened on Feb. 13, 1976.

The present (77,000 square foot area) facility, built at a cost of $15.4 million, is the Pentagon hub and terminal of the WWMCCS. Its sole mission is to be responsive to the National Command Authority—the President and the Secretary of Defense—and the Joint Chiefs of Staff, providing command center facilities for the strategic direction of U.S. military forces anywhere in the world.

Located in the NMCC is the Washington terminal of the Moscow "hot line." Also located in the NMCC is the National Military Intelligence Center, the Joint Reconnaissance Center and a Logistics Coordination Center.

The NMCC includes extensive communications and electronic (including ADP) equipment. As the focal point for crisis management in the Pentagon, the NMCC provides crisis management facilities including modern graphic information displays and accommodations for expanded crisis watch personnel.

COMMANDERS DIGEST

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